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FINANCING OF THE UNITED NATIONS MISSION OF OBSERVERS IN TAJIKISTAN

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Mission of Observers in Tajikistan (UNMOT) (A/49/854). During its consideration of the item, representatives of the Secretary-General provided additional information to the Advisory Committee.

2. Part I (paras. 1-17) of the report of the Secretary-General provides background information on UNMOT, which was established by the Security Council in its resolution 968 (1994) of 16 December 1994 in accordance with the plan outlined in the report of the Secretary-General contained in document S/1994/1363. By its resolution 968 (1994), the Security Council also decided that the Mission should be established for a period of up to six months, subject to the proviso that it would continue beyond 6 February 1995 only if the Secretary-General reported to the Council by that date that the parties had agreed to extend the agreement of 17 September 1994, and that they remained committed to an effective cease-fire, national reconciliation and the promotion of democracy.

3. The Security Council subsequently extended the presence of the Mission in Tajikistan until 6 March 1995 1/ and, most recently, until 26 April 1995. 2/

4. For the period from 16 December 1994 to 6 March 1995, the Secretary-General, under the terms of General Assembly resolution 49/233 of 23 December 1994, had requested commitment authority from the Advisory Committee on Administrative and Budgetary Questions in the amount of $2,986,600 gross. The Advisory Committee, by a letter dated 8 February 1995 (see annex), had indicated that the requirements of UNMOT for the period from 16 December 1994 to

2 February 1995, the date on which the Committee considered the matter, in the amount of $1,759,700 gross should be met from within the existing authority of the Secretary-General under General Assembly resolution 48/229 of 23 December 1993 on unforeseen and extraordinary expenses for the biennium 1994-1995. With regard to the requirements of UNMOT for the period from 3 February to 6 March 1995, the Advisory Committee had concurred in the entering into commitments in an amount not exceeding $651,600 gross under the terms of General Assembly resolution 49/233.

5. The Advisory Committee welcomes the information provided by the Secretary-General in paragraphs 28 to 35 of the report in response to the observations and comments contained in the letter from the Advisory Committee of 8 February 1995.

6. As stated in paragraph 25 of the report, the cost estimates for the Mission are presented for the period from 16 December 1994 to 30 June 1995, in line with the decision of the General Assembly in its resolution 49/233 to establish a financial year for peace-keeping operations from July to June. In paragraph 36 of his report, the Secretary-General proposes that the Assembly appropriate and assess the amount of $4,339,700 gross ($4,138,400 net) for UNMOT for the period from 16 December 1994 to 30 June 1995 and, with regard to the period after 30 June 1995, that it provide a commitment authorization at a monthly rate of $752,800 gross ($716,600 net) and assessment of such amounts, should the Security Council decide to renew the mandate of UNMOT beyond that date.

7. Annexes I and II of the report of the Secretary-General provide a detailed description of the estimated requirements for the periods from 16 December 1994 to 30 June 1995 and from 1 July 1995 to 30 June 1996. The cost estimates are based on the authorized strength of the Mission of 40 military observers and 44 civilian staff (18 international and 26 local).

8. The Committee notes that while the Secretary-General had previously estimated the monthly requirements for the period after 6 February 1995 at $442,300 3/ and $708,500 gross, 4/ in his report, the Secretary-General increased the monthly requirements to $752,800 gross per month for the period from 1 July 1995 to 30 June 1996. Upon inquiry, the Advisory Committee was informed that the previous estimates did not include additional requirements for helicopter operations, communications and public information.

9. The Committee notes from annexes II (paras. 2, 3, 20 and 21) and V of the report that requirements for military observers and civilian personnel are estimated on the basis of the schedule of deployment reflected in the annexes. Upon inquiry, however, the Committee was informed of some delays in the deployment of military observers and international staff to the Mission area. For instance, 31 military observers and 14 international civilian staff have been deployed out of the authorized 40 military observers and 18 international civilian staff. With regard to military observers, the Committee was informed that savings which could have been anticipated as a result of delays in their deployment would most probably be offset by additional expenditures resulting from earlier arrival in the Mission area of the remaining military observers. As far as civilian personnel is concerned, the Committee was informed that the delays in deployment would result in a reduction of $77,900 in the estimated

requirements for international personnel costs, from $1,322,600 to $1,244,700, for the period from 16 December 1994 to 26 April 1995.

10. The Committee notes that the Government of Tajikistan provides office premises for the Mission free of charge (A/49/854, annex II, para. 32).

11. With regard to communications, the Advisory Committee recalls that in its letter to the Secretary-General of 8 February 1995, the Advisory Committee requested that a more specific and precise explanation of the requirements for communications be provided in the report to the General Assembly on the financing of UNMOT. The Committee was not satisfied with the justification for the requirements for communications contained in paragraphs 55 to 60 of annex II to the report. Upon inquiry, the Committee was informed that communications with Headquarters in New York and with the outstations in Tajikistan would be provided by a VAST satellite station, which would provide eight telephone and four data channels. Since the local infrastructure and communications are poor, a back-up communications system will be provided by International Maritime Satellite Organization Terminals (INMARSAT). The Committee notes from paragraph 56 of annex II to the report that as a result of the changed requirements for the observations posts from six to eight, the number of INMARSAT stations in UNMOT will increase from 14 to 18. The Committee was informed that in order to minimize expenditure, the four additional INMARSAT terminals would be supplied from ex-UNOMIL stock and other existing resources.

12. The Committee notes from paragraph 99 of annex II to the report that a provision of $176,000 is made for the air freight of nine vehicles from the United Nations supply depot at Brindisi, Italy. In this connection, the Committee points out that the cost of air freight ($176,000) seems to be too high, since it is comparable with the cost of acquisition of these nine vehicles ($184,500). The Committee recommends that the Secretary-General explore alternative and less expensive means of providing the Mission with vehicles.

13. In view of its recommendations and observations in the paragraphs above, the Advisory Committee recommends appropriation and assessment of $3,251,200 gross to meet the continued operation of the Mission from 16 December 1994 to 26 April 1995. With regard to the period from 27 April 1995 to 30 June 1996, the Committee recommends appropriation of $10,044,200 gross and that it be assessed on Member States, under the terms of section I, paragraph 7, of General Assembly resolution 49/233, at the rate of $717,400 gross per month, subject to the extension of the mandate of UNMOT by the Security Council.

Notes

1/ S/1995/109.

2/ S/1995/180.

3/ S/1994/1363, para. 29.

4/ Referred to in the Controller's letter dated 17 January 1995.

ANNEX

Letter dated 8 February 1995 from the Chairman of the Advisory Committee on Administrative and Budgetary Questions addressed to the Secretary-General

The Advisory Committee on Administrative and Budgetary Questions has considered the Controller's letter of 17 January 1995 requesting concurrence of the Committee to enter into commitments in an amount not to exceed $2,986,600 gross ($2,898,700 net) for the maintenance of the United Nations Mission of Observers in Tajikistan (UNMOT) for the period from 16 December 1994 to 6 March 1995, pending the submission of your report on the financing of UNMOT to the General Assembly at its resumed forty-ninth session. This request is made under the terms of section IV, paragraph 1, of General Assembly resolution 49/233 of 23 December 1994. In view of the fact that there was no time available to consider your request by correspondence prior to the start of the Advisory Committee's winter session on 1 February 1995, the Committee took up your request on 2 February 1995.

By its resolution 968 (1994) of 16 December 1994, the Security Council decided to establish UNMOT in accordance with the plan outlined in your report (S/1994/1363). The Security Council also decided that the Mission should be established for a period of up to six months, subject to the proviso that it would continue beyond 6 February 1995 only if you reported to the Council by that date that the parties had agreed to extend the agreement of 17 September 1994, and that they remained committed to an effective cease-fire, national reconciliation and the promotion of democracy.

By a letter dated 6 February 1995, the Security Council endorsed the recommendation contained in your report (S/1995/105) to extend UNMOT for another month, until 6 March 1995 (S/1995/109).

The Advisory Committee was informed that expenditures relating to your efforts in Tajikistan from their inception in 1992 to 15 December 1994 amount to $3,116,800. As indicated in the Controller's letter, these costs have been met from the regular budget. However, the Advisory Committee notes that since the Security Council has established UNMOT, you will recommend to the General Assembly that the costs for the operation of the Mission should be considered an expense of the Organization to be borne by Member States and that assessments should be credited to a special account to be established for this purpose.

According to the provisions of section IV, paragraph 1, of General Assembly resolution 49/233, if a decision of the Security Council relating to the start-up phase or expansion phase of peace-keeping operations results in the need for expenditure, the Secretary-General is authorized, with the prior concurrence of the Advisory Committee, to enter into commitments not to exceed $50 million per decision of the Security Council. In this connection, the Advisory Committee notes that as of 2 February 1995, the date of the consideration of the request for concurrence by the Committee, considerable expenditure had been incurred by placing on board 28 military observers as of 31 January 1995.

It is the view of the Advisory Committee that while it recognizes the need to implement mandates in a timely manner, the provisions of section IV, paragraph 1, of resolution 49/233 must also be complied with.

In paragraph 29 of your report to the Security Council of 30 November 1994 (S/1994/1363), you indicated that the cost estimate for the period from 1 December 1994 to 6 February 1995 would be approximately $1,895,800 gross, including start-up costs of $788,300, and that the monthly cost thereafter would be approximately $442,300. However, the Advisory Committee notes from the Controller's letter that for the period from 16 December 1994 to 6 February 1995, the estimated cost would be $2,278,100 gross ($2,226,200 net), inclusive of start-up costs, and that the monthly cost thereafter would amount to $708,500 gross ($672,500 net). Upon inquiry, the Advisory Committee was informed that the cost estimate given in your report to the Security Council did not include air operations and additional requirements for communications.

The Advisory Committee notes that UNMOT estimates have been based on 40 military observers, 18 international civilian staff (8 Professional, 2 General Service and 8 Field Service staff) and 26 local staff. Subsequently, the Committee was informed that as of 31 January 1995, 28 military observers had been deployed and that an additional 8 military observers were expected to be deployed in February 1995. As a result, for the period from 16 December 1994 to 6 February 1995, reductions in the estimated cost amount to $68,700 for mission subsistence allowance ($50,100), travel ($18,000), clothing and equipment allowance ($200) and death and disability allowance ($400). For the period from 7 February 1995 to 6 March 1995, the corresponding amount is $20,600, consisting of mission subsistence allowance ($20,200), clothing and equipment allowance ($100) and death and disability allowance ($300).

With regard to air operations, the Advisory Committee was informed that since the helicopter will not be in operation before 6 March 1995, the amount of $306,000 for the period from 16 December 1994 to 6 February 1995 and $180,000 for one month thereafter will not be required. The Committee was also informed that the fixed-wing aircraft has been in operation in the Mission area and that the related costs are included in the latest information provided by your representative.

With regard to the requirements for communication, it is the view of the Advisory Committee that the explanation given for the need for additional requirements was not satisfactory. For example, while the Mission will consist of 8 stations, the estimate provides for a total of 14 INMARSAT terminals. In this connection, the Committee requests that a more specific and precise explanation be provided in your report to the General Assembly on the financing of UNMOT.

The Advisory Committee notes that under paragraph 7 of the Protocol on the Joint Commission (S/1994/1253), at the request of the Tajik Parties, UNMOT will assist the work of the Joint Commission. In this connection, the Advisory Committee requests you to include in your report on the financing of UNMOT to be submitted to the General Assembly, the type of support that is provided to the Joint Commission and the related budgetary implications. The Committee also requests you to specify clearly the nature of cooperation between UNMOT and the

Organization for Security and Cooperation in Europe (OSCE) mission, the collective peace-keeping forces of the Commonwealth of Independent States in Tajikistan and the border forces, and the extent to which these forces provide assistance to UNMOT.

It is the view of the Advisory Committee that pending the submission of your report on the financing of UNMOT to the General Assembly at its resumed forty-ninth session, the requirements of UNMOT for the period from 16 December 1994 to 2 February 1995, which, according to the latest information received from your representatives amounts to $1,759,700 gross ($1,711,800 net), should be met from within the existing authority you have under General Assembly resolution 48/229 of 23 December 1993 on unforeseen and extraordinary expenses for the biennium 1994-1995. With regard to the requirements of the Mission for the period from 3 February (the date on which the Committee reached its decision on your request) to 6 March 1995, the Advisory Committee, taking into account its comments above and the latest information received from your representatives, concurs in your entering into commitments in an amount not exceeding $651,600 gross ($611,600 net) under the terms of section IV, paragraph 1, of General Assembly resolution 49/233.

(Signed) C. S. M. MSELLE
Chairman